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ABSTRACT

This publication discusses the future of university sport development in the United Kingdom in response to a report of the Department for National Heritage calling for revitalization of British sport at all levels. This report integrates findings and recommendations of a special task force, a government working party, and consultation papers of the Sports Council of Great Britain in the following areas: (1) sports provision and facilities; (2) safety in sport; (3) raising the profile of sport; (4) sports scholarships; (5) the British Academy of Sport; and (6) the Lottery Sports Fund revenue grants. Among task force recommendations in these areas are: a national database of sports facilities, available online; recognition that responsibility for safety is a joint one involving the individual students, the sports clubs, the student union, and parent institution; increased publicity concerning the scope of available facilities and student achievements, and participation by the local community in the institution's sports programs; changes in the way Sports Lottery money may be distributed; a sophisticated database of up-to-date information; and launching of four Lottery Sports Funds programs. Community use of facilities, elite performers and student union involvement are also discussed. Appendices provide information about the survey method used for the report, a guide to sports safety, sports scholarships, development of a British Academy of Sport, and the Lottery Sports Fund. (LEE)

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*Committee of Vice-Chancellors and Principals
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Committee of Vice-Chancellors and Principals of the Universities of the United Kingdom

Telephone: + 44 (0) 171 387 9231

Fax: + 44 (0) 171 388 8649

E-mail: info@cvcp.ac.uk

Web: <http://www.cvc.ac.uk>

29 Tavistock Square

London WC1H 9EZ

sport

in higher education

C V C P

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Executive Summary

A renewed interest in and sense of the importance of sport, together with new funding opportunities, make it an excellent time for universities to take stock of their sports facilities and see what improvements can be made.



Almost a third of young people now participate in higher education (HE), and it is estimated that in future Olympics, around half of the Great Britain team will be students or former students. The provision of opportunities for recreation and sport in universities and colleges (HEIs) is therefore vital for individual students and institutions, and an important contributor to the well-

being and quality of life for the nation.

In July 1995 the Department for National Heritage published *Sport: Raising the Game*, setting out the Government's blueprint for the revitalisation of British sport at all levels. In response, CVCP and SCOP established a Task Force on Sport in Higher Education in September 1995. Our terms of reference were as follows:

- To consider the most effective means for the collection, coordination and periodic updating of information on sporting provision and facilities in HE.
- To encourage wide dissemination of information on these provisions and facilities by HEIs.
- To consider issues of safety in HE sport.
- To consider how the profile and the value of sport in the HE sector could be raised.
- To assist the CVCP representatives on the Government working party established to encourage the wider spread of best practice in university sports scholarships and bursaries, and the encouragement of their private sector sponsorship ('The Bannister Working Party').

In addition to our own initiative, and the Government's working party chaired by Sir Roger Bannister, the Sports Council of Great Britain published two consultation papers. These were:

- *A British Academy of Sport*, in order to help formulate a prospectus for bids, and;
- *The Lottery Sports Fund: New Proposals for Revenue Grants*.

Clearly these developments are of vital interest to many HE institutions and their students. The Task Force therefore brought them all within its remit, and, given the timescales they set, made them early priorities in its work.

Our report provides an overview on all aspects of this widened remit. The appendices contain more detail, particularly on the results of our inquiry into sports provision and facilities in HEIs (including community use) and on our views concerning sports scholarships, a British Academy of Sport and the Lottery Sports Fund.

It is gratifying that our contributions on the last three issues have largely been reflected in the recommendations following the consultation exercises. Successful implementation of the recommendations will depend critically on wider deployment of the Lottery Sports Fund.

Acknowledgements

I wish to thank Michael Collins and his colleagues for their work on the survey of sports facilities and provision; Eversheds, Solicitors, for their valuable comments on our views on safety in sport in HE and, finally, the members of the Task Force. Their names are given below. Their invaluable contribution turned a 'task' into a stimulating and satisfying collaboration.

DAVID WALLACE

Vice-Chancellor of Loughborough University

Membership of the Task Force

Professor David J Wallace

Vice-Chancellor, Loughborough University (Chairman)

Mr Greg Gregory-Jones

Chief Executive, British Universities Sports Association (BUSA)

Professor John E Kane

Pro Vice-Chancellor, Brunel University

Mr Rob I. Llewellyn

Chairman, British Universities and Colleges Physical Education Association (BUCPEA)

Mr Scott Naden

Director, Athlete Liaison, British Olympic Association

Dr John S Padley

Registrar and Secretary, University of Sheffield

Mr Derek Winslow

Principal/Chief Executive, University of Wales Institute, Cardiff

Mr David Anderson-Evans

Mrs Amalia Holman

CVCP Secretariat

1 Sports provision and facilities

The Task Force recommends a national database of sports facilities, available online.

Main conclusions of the Bannister Group

1.1 In *Sport: Raising the Game*, published by the Department of National Heritage in July 1995, it was announced that the Government had asked representative bodies to provide information about sports provision and facilities in further and higher education institutions, which would be periodically updated. In order to meet the obligation, the Task Force commissioned an inquiry. A synopsis of its results is set out in Appendix I.

1.2 The information that the inquiry has yielded is valuable in its own right. However, its value will be enhanced if, for the future, it is used to contribute to a systematic database of up-to-date information on nationwide facilities and provision, and made available through advanced telecommunications. The Task Force sees this as an essential role for a British Academy of Sport, a view endorsed by the Bannister Group in its final report.

1.3 Some of the main conclusions are as follows.

- (i) HE students show up in General Household Survey results as the population group with the highest participation in sport.
- (ii) Facilities are not universally distributed and are for the most part inadequate for current student and staff demand. Only a quarter of the responding institutions have, for example, swimming pools and under a half, sports halls.
- (iii) Facilities under construction and firmly planned will add some 20 per cent to the stock of sports halls, pools and indoor tennis courts, and nearly 80 per cent to the number of artificial turf pitches. However, given the increase in the number of HE students in recent years, there remains much unsatisfied need and demand.
- (iv) Finance is the greatest obstacle to necessary development, for 44 per cent of responding institutions.
For 31 per cent, however, the non-availability of land was equally an obstacle, with 22 per cent citing planning problems sometimes connected with the constraints of neighbouring uses in city centres, but also in designated areas like green belts.
- (v) There is a substantial community use of HE sports facilities, which peaks at weekends during term-time, and increases in vacations on weekday evenings.
- (vi) Revenue costs are of major concern. There is evidence from some institutions that without regular community use their income stream would cease. Revenue funding from the Lottery would be of immense value in opening up access for community use.
- (vii) The advent of the Foundation for Sport and the Arts, and of National Lottery grants, has helped to accelerate upgrading of facilities and building activity.
- (viii) Schemes have also involved corporate sponsorship, European funds, Single Regeneration Budget, the Private Finance Initiative, Governing Bodies of Sport and numerous other

external sources. Some are for specialist facilities, and virtually all are planned to be opened to the community in some way.

- (ix) If aspirations for new facilities were realised, they would add, for example, another 50 sports halls, 30 pools and more than 50 artificial turf pitches.
- (x) Nevertheless, aspirations exceed the firm plans, and will be realised only through successful bids for Lottery money.
- (xi) If even half of the new facilities being pursued are realised, then more professional personnel will be required. For example, dedicated recreation managers will need the marketing and management skills to serve a multitude of users and substantial casual community use.
- (xii) Thirty-two responding HEIs provide sports scholarships numbering 284 in total.
- (xiii) Twenty one institutions make provision for the training of elite national senior or junior squads.
- (xiv) The Bannister Report records that in the academic year 1995/96, 6,703 UK students and 165 overseas students entered sport and physical recreation courses at 45 HEIs. This indicates that there are at least 20,000 students currently in the areas of sports medicine, sports management, sport and exercise science, sports studies and physical education.



2 Safety in sport

Introduction

Risk in sport needs to be considered in its own right and as part of the legal framework.

2.1 Participating in sport, at all levels, involves some element of physical risk. In that knowledge the Task Force has considered how that risk can be kept to a minimum. The primary aim is to avoid harm to the health, safety and welfare of participants. Liability, both in terms of criminal prosecutions and civil claims, must also be avoided. It has also considered the more difficult question of who is responsible for the safety of students in HE when they participate in sport intra-murally and extra-murally.



2.2 Our advice and recommendations owe a great deal to the assistance we were given by the British Universities and Colleges Physical Education Association (BUCPEA). We would also like to record our gratitude for invaluable, informal advice on the text from the Head of the Education Law Department, Mr John Hall and his colleagues at Eversheds, Solicitors. The principles and recommendations advocated are, nevertheless, entirely the responsibility of the Task Force.

Responsibility for safety in sport in HE

Where does responsibility for safety lie?

2.3 In addressing the question of where the responsibility lies for safety in sport in HE, it became apparent that there is no obvious or straightforward answer. The four candidates we identified are:

- individual students
- the sports clubs
- the Student Union/Athletic Union (hereafter referred to as 'the Union')
- the parent institution (and governing body).

2.4 It is self-evident that each has a duty of care. What is more difficult is where the *ultimate* responsibility rests, particularly as it may rest with more than one party.

2.5 The relationship, for example, between a student union and the parent institution is not uniform throughout higher education. Since the Education Act 1994 that relationship is even less clear. It provides a formal right for a student to elect not to be a member of the Union. At the same time, it places upon the parent institution a responsibility to ensure that students who exercise the right of non-membership are not unfairly disadvantaged with regard to the provision of services, or otherwise, by reason of having done so. Thus, a student who has exercised this right will remain entitled to join union clubs and societies on the same terms and conditions as union members.

2.6 In a speech in the House of Lords during the passage of the bill the Minister, Baroness Blatch, said:

'A choice not to join the union, if it simultaneously cuts a student off from all welfare or sports facilities, would be no choice at all.'

2.7 Accordingly, the recommendations that follow are concerned with all the students in an institution.

2.8 The Task Force would encourage HEIs to agree that responsibility for safety in sport is a joint responsibility involving a partnership between the individual, the parent institution, staff, the Union and the sports clubs. An agreement on shared responsibility for keeping to a minimum the risks inherent in sport will, we believe, help to reduce disputes over ultimate liability, even though responsibility for risk assessment and ultimate liability, including that of individuals, will depend on the circumstances of each case. This would be consistent with the safety regimes in place at all HEIs, and with the requirements of Health and Safety legislation to which they are legally obliged to have regard.

2.9 In developing this partnership, it is recommended that the parent institution establish and administer a Safety Policy in Sport, fully incorporating the Union, with a clear chain of managerial responsibility from the head of the institution down to the individual clubs, including regular meetings of the partners to progress and implement the policy.

2.10 Each union manager or administrator should accept that, as an organiser, equipper and provider of organisation, transport and funds for sport and recreation, the Union should be seen to be actively 'responsible' in assessing and minimising the risk involved in the operation of its clubs. Equally, elected student sabbatical officers and student club officials will hold posts of responsibility in law. This is a crucial consideration, and it is recommended that all are made aware, on appointment, of any and all such implications of their post or office. This should include training on their health and safety responsibilities. In particular, the parameters of their responsibility should be defined so that each individual can take a proactive role once properly trained.



**Task Force
recommendations
about responsibility**

The Union needs to assess its priorities and emphases, and then to develop a safety framework that sets parameters to minimise the risk associated with club activities. The safety framework should be the product of risk assessment agreed by the relevant committees and student officers of clubs, with appropriate input from national governing bodies of sport, PE/PR professionals within institutions, and dovetailed into the parent institution's safety policy.

The Union should oversee the activities of its clubs through the safety framework, and this oversight should be linked to the financial and other support of the clubs by the Union.

**The oversight that
unions should provide**

2.11 Ideally, the Union oversight should include:

- (i) establishment of generic guidance on risk assessment and the preparation of a succinct safety code of practice for each activity, taking into account the responsibilities and practices of facility providers involved on and off campus
- (ii) awareness of recommended good practice, legal requirements and any national or other external guidelines
- (iii) training of activity organisers and leaders, so as to ensure levels of competency in assessing risks and training participants
- (iv) training of participants in basic skills, to include first aiders, particularly where sports are defined as high risk
- (v) dissemination of safety rules, national governing body rules and information, at the beginning of the academic year
- (vi) a system by which each club records and monitors its own activities in relation to health and safety and annually audits their effectiveness, to include a written summary of risk assessments and any accidents that occur
- (vii) organisation of events, club trips, transportation and the registration, in advance of trip, of lists of participants, to include:
 - (a) the name of the leader
 - (b) the participants
 - (c) emergency contact numbers
 - (d) the first aiders in the party
 - (e) programmes
 - (f) itineraries
 - (g) proposed activities
 - (h) briefing of participants, and distribution of safety rules where not already received (eg to unaffiliated participants)
 - (i) the name of a Student Union contact in case of an accident
 - (j) the confirmation of a swimming test – where appropriate. These lists, and confirmation of arrangements should be deposited with the Union in advance of departure.
- (viii) selection, acquisition, purchase/hire and maintenance of equipment, including testing and inspection by a competent person, and the appropriate logging exercise
- (ix) strong encouragement to affiliate to the appropriate national governing body and the adoption of their recommended good practice, legal requirements and any national or other external guidelines
- (x) completion and monitoring of an accident and near miss report forms; trends and outcomes should be discussed periodically, with the institution's health and safety officer
- (xi) provision of adequate civil liability insurance cover (see Appendix III).

2.12 Records of the administration of policies should be maintained and validated by the organiser, who should monitor and evaluate the effectiveness of safety policies and procedures through a structured safety audit programme.

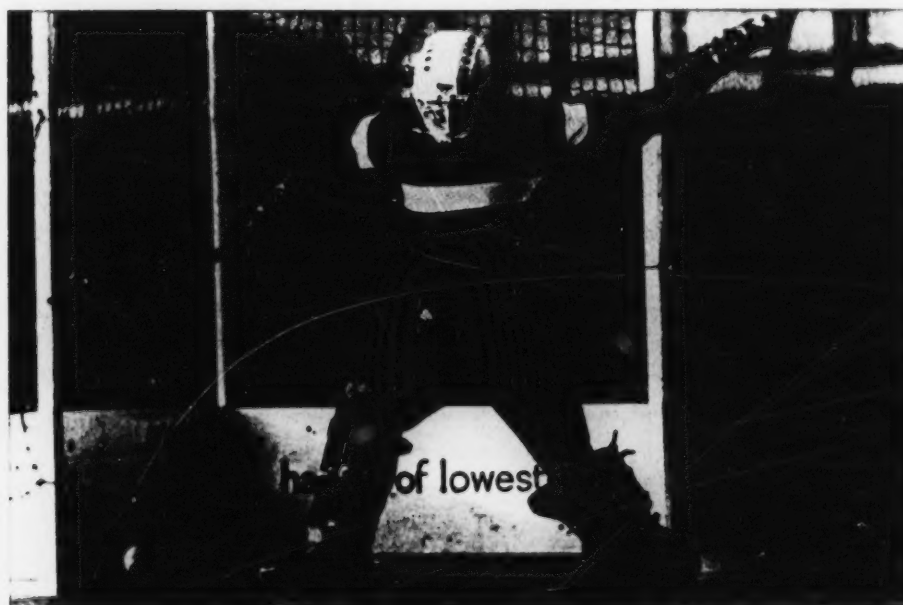
2.13 Essentially there is a need for communication and cooperation between individuals, unions, physical education/recreation departments and safety officers and safety committees. All appropriate governing bodies of sport and national student bodies should be involved. Partnership will lead to the establishment of, and adherence to, policies of safe practice.

2.14 The exercise of joint responsibility on safety issues should ensure that students participating in sports activity are as safe as they can be, while pursuing stimulating and challenging sports and recreation.

2.15 Appendix II has a note on the activities of BUSA. Appendix III has a note on the BUCPEA Code of Practice, *Safe Sport in Universities: a Guide*, which provides valuable advice on the issues of safety in sport in HE, and which the Task Force recommends as essential reading for all who will be concerned with this aspect of sport. The Code also contains examples of the development at some HEIs of the partnership advocated in this section. A further source of guidance can be found in *Safe Practice in Physical Education* published by the British Association of Advisors and Lecturers in Physical Education (BAALPE). Also in Appendix III is a note on the current position about insurance arrangements in place through BUSA, for students who participate in club activities and representative sport, and on the availability from BUCPEA of future insurance arrangements for students participating in casual recreation and intra-mural sport, while resident at their institution.

**Safety is a joint
responsibility**

**Further information
in the appendices**



3 Raising the profile of sport

Universities provide many of British sport's elite performers.

Wednesday afternoon sport is under pressure.

Recommendations HEIs might pursue

3.1 The chapter on further and higher education in *Sport: Raising the Game*, notes that 'Many outstanding players from all sports have launched their national and international careers from university sport'.

3.2 Elite performers representing their country in international competition form the apex of a vast pyramid. The majority of students participate in sport at least recreationally, and continue to do so long after graduating from the institutions which, in some cases, provided their first introduction to particular sports. Most institutions provide a major programme of intra-mural sport for those who wish to take part in an appropriate level of competition. Inter-university sport is run by the students themselves, through the athletic union, under the aegis of BUSA. Many institutions also support teams competing in national leagues. The natural pathways for development within the system encourage the individual to reach the highest levels if they have the talent and commitment. There are opportunities to raise the profile of sport at all of these levels.

3.3 The backbone of competitive sport for HEIs is the programme of Wednesday afternoon fixtures arranged by BUSA. Whilst many HEIs have a policy of recognising this programme's importance formally by not timetabling classes, others are finding it increasingly difficult to sustain, because of funding cuts and the need to use resources optimally. BUSA is also introducing significant change, through the introduction of elite competition at earlier stages in the academic year. This itself may necessitate a move from Wednesday afternoon sport in some cases because of the increased travel demands in the elite leagues; the need to use mornings to travel could become more common. The future in all this is uncertain.

What is clear is that HEIs that wish to have a profile in sport and to provide the pathways vital to individual development, should permit students to participate in the BUSA leagues, and should support them to do so.

3.4 We set out below some recommendations HEIs might pursue.

- Ensure that the institution's literature, particularly the prospectus, conveys the scope of available sports facilities and infrastructure, and records students' sporting achievements.
- Encourage clubs to ensure that their activities, including events and results, receive local and national publicity in the media, and to use the institution's PR office to assist in this.
- Encourage local sports clubs, and the wider local community, to participate in the institution's facilities and sports programmes.
- Pursue the recommendations in the Report of the Bannister Working Group on Sports Scholarships, to attract elite athletes, which benefits not only the sports scholars, but also the generality of students, and the institution itself.

- Actively pursue sponsorship for individuals, clubs and improved facilities.
- Develop programmes with national governing bodies of sport in partnership with the local community.
- Encourage national governing bodies of sport to introduce HE liaison posts to create links with HEIs, athletes and BUSA.

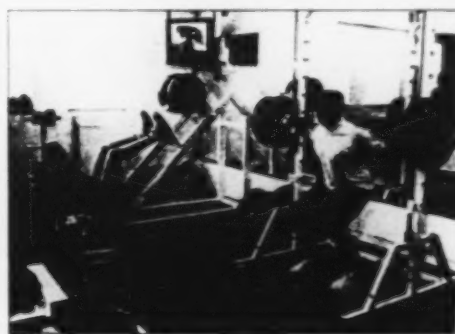


3.5 The Task Force believes that if these recommendations are pursued enthusiastically, the results will be in the interests of HEIs and their students.

4 Sports scholarships

The terms of reference
for Sir Roger Bannister's
working group

4.1 Another initiative in *Sport: Raising the Game* was the establishment of a government working group, chaired by Sir Roger Bannister, with the following terms of reference:



- to review the present position and obtain details of best practice
- to review, in the light of work being undertaken by the CVCP, factors affecting participation by students in sport
- to consider the contribution of current sports scholarships and bursary programmes
- to make recommendations on encouraging the wider spread of sports

scholarships and bursaries, including the dissemination of best practice

- to consider the role of the private sector and how best it can be further encouraged
- to examine and make recommendations on the ways of recognising and celebrating sporting achievements in universities.

4.2 Given the timetable of some eight months which the Bannister group set itself, the Task Force made it its priority to consider these terms of reference and thereby to provide the Bannister group with a CVCP/SCOP perspective.

4.3 As a consequence, the Task Force submitted a paper to Sir Roger Bannister in February 1996, the text of which is reproduced in Appendix IV of this report.

4.4 Three of the main points it made were:

- that HEIs already make a significant contribution to sport at all levels
- that their current annual expenditure on sports provision exceeds £34 million
- that the future provision for sport across the sector will inevitably diminish, given the reduction in public funding of some 28 per cent per student between 1989/90 and 1995/96, unless the projected further cuts in public funding are reversed and alternative funding secured.

4.5 Paragraphs 3.2 to 3.5 of Appendix IV propose a realistic way forward in the face of the economic difficulties for HEIs. In the circumstances, the Task Force was pleased that between the date of its submission and publication of the Bannister working group's Report on 11 June 1996, the Department of National Heritage announced a change in the way in which Sports Lottery money may be distributed. Henceforth, this source will include helping talented young people, including elite sports people, to develop their skills. This should help to achieve what the Task Force advocated.

The Task Force's paper
to Sir Roger's group

5 The British Academy of Sport

5.1 During the earlier period of the work of the Task Force it was asked to consider a further initiative on sport. This was the publication of *The British Academy of Sport: a Consultation Paper*, by the Sports Council, on which written comments were invited from representative bodies by 31 January 1996.

5.2 Reproduced in Appendix V are the 14 issues on which submissions were invited, together with the Task Force's response to them.

5.3 The Task Force believes that if the Academy is a system based on regional and sport specific networks, then all sports can in principle be covered, and each of them in a way and to a level which is most appropriate for that sport. At the centre of its activities should be a sophisticated database of up-to-date information on sports facilities and provision, including location, contacts for access and specific expertise. This IT infrastructure should support rapid and responsive referral for enquiries on coaching, sports science, sports medicine etc.

5.4 The Task Force was encouraged to see the Minister, in a Parliamentary Answer in the House of Commons on 24 July 1996, describe the proposed Academy of Sport as 'the pinnacle of a regional network of centres of sporting excellence and academies for particular sports'.

5.5 A bid-prospectus has been published and bids were sought by 31 October 1996. A final decision is expected to be reached by the end of January 1997.

The Task Force's
recommendations
about the proposed
British Academy of
Sport



6 The Lottery Sports Fund: revenue grants



The four programmes of the Lottery Sports Fund

6.1 During the latter period of the work of the Task Force, a third initiative arose to which it responded. In May 1996 the Sports Council published a consultation document on *The Lottery Sports Fund: New Proposals for Revenue Grants*. Reproduced in Appendix VI is the introduction to the response of the Task Force.

6.2 The Lottery Sports Fund Revenue Team of the Sports Council has analysed the responses to its consultation, and as a result envisages four programmes to be launched in phases.

- **Development of Talented Individuals Programme** comprising:
 - Boosting Performance*: to support national governing bodies or their nominated agents to improve their placings in world/European rankings and win more medals in major international events between 2001 and 2006.
 - Subsistence for Talented Performers*: to provide subsistence to talented performers whose applications are endorsed by the national governing body.
- **Major International Events Programme** to support events of Olympic, Commonwealth, world or European status.
- **Community Coaching and Leadership Programme** to help establish progressive coaching and leadership structures in local communities that enable all young people to participate, improve and learn how to compete.
- **Talent Identification Programme** to develop a framework that will enable the identification of talented young sportspeople with the potential to achieve international standards.

6.3 The Task Force welcomes these proposals, and looks to them to enhance the significant contributions which HEIs already make to the development of excellence in sport.

APPENDIX I

Synopsis of survey of sports provision in HE institutions in the UK¹

In pursuance of paragraph 62 of *Raising the Game* (DNH, 1995) we commissioned a survey of the extent of sports facilities in HE institutions and their use by the community which was executed by Michael Collins of the Recreation Management Group at Loughborough University. Self-completion questionnaires were posted to 274 UK institutions, and after mailing a reminder letter and selected telephone calls, a satisfactory response of 178 (65 per cent) was achieved, overwhelmingly from Great Britain but including three from Northern Ireland. Three replied that they had no sports facilities. Of the non-respondents, the bulk were small colleges of agriculture, art and design and education, likely to have limited and modest facilities. Because of this, we have not tried to gross up the numbers in the replies, some of which come from small parts of large collegiate systems, others from huge multi-campus institutions.

2 Existing facilities - indoors

2.1 Some institutions, eg Newcastle and Strathclyde Universities say their facilities are totally inadequate for current student and staff demand; some colleges, (eg at Oxford, Cambridge and London hospitals) share pitches, boathouses and tennis courts or 'buy into' those of others; others have run community-use programmes for a long time even for limited facilities, eg Bristol University. In Plymouth 12,000 people are members entitled to use the facilities of the College of St Mark and St John, and some 7,000 do so weekly.

2.2 Full-time HE students show up in General Household Survey results as the highest participant group in the population, but facilities are not universally distributed (Table 1). Only a quarter of institutions have swimming pools, under half have sports halls, and only two out of five have fitness suites. Squash courts are more common (perhaps being smaller and cheaper to provide). There is limited capacity to convert some of these for fitness suites, as many public leisure centres have done in response to the declining demand for squash and the rise of interest in fitness, because many institutions have provided one to three courts only. Anecdotal evidence suggests that student squash demand remains more buoyant than demand in the community.

2.3 Student recreational and teaching demands have first call on use for 30 or so weeks. There is an irony that the busier these student programmes, the less the capacity for community use. In addition, 44 per cent of institutions lose the use of their major sports halls for part of the summer - 76 per cent to examinations, 25 per cent to teaching, and 18 per cent to degree congregations.

2.4 Nevertheless, there is substantial community use, which peaks in term-time weekends at the levels shown in column four of Table 1. Not surprisingly this increases in vacations, to the levels for weekday evenings shown in column five. It is clear that the (as yet) few, new indoor tennis centres, usually built as a three-way partnership between the university/college, the local authority and the LTA, are genuinely community facilities.

The survey methods

The range of indoor facilities

1 The full report is available from the CVCP offices on request.

Table 1: Indoor sports facilities in higher education and community use

Facility ^a	Total number	% providing at least 1 (of 178 centres)	General degree of community use %	Community use term-time weekend %	Community use vacation weekday evening %
sports hall	122	48	67	56	78
swimming pool	56	26	64	72	74
gyms	104	39	56	51	59
fitness rooms	124	48	22	47	52
weights rooms	96	49	17	45	51
indoor tennis centres ^b	8	8	64	64	79
squash courts	408	61	45	50	54
dance/aerobics studios	47	26	38	49	53
games rooms	18	10	22	22	44

Artificial and grass turf areas

2 Other indoor facilities included 25 saunas, 28 snooker rooms, 11 climbing walls, and 12 dojos.

3 The figure shows the number of institutions providing indoor tennis facilities as tennis centres were not distinguished from multi-purpose facilities.

3 Existing facilities - outdoors

3.1 Fewer than two in five of responding institutions have artificial turf areas. Seventy-six percent of these are floodlit, which substantially extends their capacity for community use. So it is not surprising that these are high on the list of new and desired facilities (see below). These universities and colleges provide over 1,000 dedicated grass pitches, of which those for soccer, cricket and rugby league are most used by the community; but grass pitches have a strict limit to use even if they can boast top-quality grass mixtures, improved sub-bases and better than agricultural drainage, which many of these cannot. Hard tennis courts and all-weather athletic tracks are relatively well used by the community, some being shared with local clubs (eg the track at Loughborough is shared with Charnwood AC which has a clubhouse on the site).

3.2 In contrast to the indoor facilities, the peak period for vacation community use generally was the weekend. York University said, 'without regular public usage, our income stream would dry up'.

Table 2: Outdoor sports facilities in higher education and community use

Facility	Total number	% provides at least one (Average no)	General degree of community use	Community use term-time/ weekend %	Community use vacation/ weekend %
Artificial turf	51	37	68	66	68
areas floodlit	39 (76%)				
Grass pitches – all	1097	–	(6.2)		
– soccer	512	74 (4.2)	57	60	62
– hockey	89	50 (1.8)	38	40	39
– Rugby U	230	64 (2.0)	49	46	46
– Rugby L	27	13 (1.1)	54	67	21
– Amer. ftbl.	14	8 (1.0)	43	36	21
– lacrosse	35	20 (1.0)	41	37	49
– cricket	190	63 (1.7)	60	54	60
– cricket net	206	49 (2.3)	36	39	43
Tennis courts – grass	252	25 (5.6)	27	40	40
– hard	536	65 (4.7)	43	30 ⁴	59
Athletic tracks – grass	12	6	20	40	50
– all weather	10	6	100	90	100
– shale	14	8	50	69	71

Other: includes c. 160 multi-purpose grass areas, 6 netball areas, 4 golf facilities including one pitch and putt and one driving range, 28 rowing bases, 16 water sport bases, 9 outdoor activity centres with c. 320 beds, and 11 miscellaneous.

4. Planned/desired facilities

4.1 Thirty-two institutions (18 per cent) had provided new facilities in the last five years; 69 (39 per cent) are in the process of doing so, and 113 (64 per cent) desire to provide some. The expansion of HE student enrolment a few years ago and the need of many new universities to upgrade their facilities would have generated substantial building activity; the advent of the Foundation for Sport and the Arts and National Lottery grants has accelerated this, as Table 3 shows, including new halls, pools and artificial pitches in particular. The Manchester consortium has benefited from its successful Commonwealth Games bid, while major Lottery grants will transform facilities at Bath and Central Lancashire. Schemes have employed corporate sponsorship, European funds, Single Regeneration Budget, the Private Finance Initiative, the Lawn Tennis Association and other governing bodies of sport, and numerous other external sources. Some are specialist facilities, but virtually all are planned to be opened to the community in some way.

Expansion and new facilities

4 For hard courts, term time evening use is greater, averaging 50 per cent

Table 3: New and desired facilities

Facility	New	Desired
Sports halls	23 inc 4 large	53 inc 3 large
Pools	11 inc 2 50m	30 inc 3 50m
Fitness centres	16	34
Gyms	4	7
Weights rooms	3	2
Tennis centres	5	4
Tennis courts	54	43
Squash	6	27
Dance / aerobics	1	5
Games rooms	—	—
Artificial pitches	35	56
Grass pitches / sites	16	37
A/W athletic tracks	5	9
Water bases	1	5
Other	52, inc 4 x dojos, 6 x 400m athletic tracks, cycle track, 3 x climbing walls, indoor bowls, golf course, hydrotherapy centre, GP referral suite	73, inc 3 x dojos, 10 x 400m athletic tracks, 2 x gym centres, 2 x cricket centres, 3 water sport bases, 2 boathouses, indoor athletics centre, golf course, velodrome, shooting range

Money and other resources the new facilities will need

4.2 But aspirations exceed these firm plans (as Table 3 also demonstrates) for another 50 halls, 30 pools (including three more Olympic sized), another five tennis centres and over 50 artificial pitches. Most of these hopes depend on successfully bidding for Lottery money.

4.3 Many of the institutions have one or more specialist recreation managers. If anything like half of these new facilities appear, more will need to organise their affairs to include a professional manager, for the marketing and management skills required when there is a multitude of users are substantial. Casual public use cannot easily be carried by part-time teaching staff. Substantial community use in schools also involves a means for customers to relate to management through some advisory or consultative mechanism, and more of these will be needed too.

4.4 Money is the most common obstacle for 44 per cent of the institutions, compared to 31 per cent who had no land (often those located in town centres), and 22 per cent which cited planning problems, sometimes again connected with the constraints of neighbouring uses in city centres, but also in designated areas like green belts. Manchester Metropolitan University commented:

'facility development and management used to 'core' user-driven (students and thereafter staff and maybe the public); current capital funds criteria together with reductions in university subsidy erode these original objectives and place the service increasingly in the open market place. Any further erosion and the question could be asked: is this service University business?'

5 Scholarships

Table 4: Sports scholarships

	CVCP	Bannister Inquiry
No of institutions	32	36
No of scholars:		
1-5	13	18
6-10	7	11
over 10	10	7
Total	284 ⁵	c200
Form:		
whole course		21
single year		21
contributory bursary		21
Value:		
over £1,000		12
£300 - £1,000		18
under £300		6
Sources:		
internal		23
private sponsors		12
corporate sponsors		7
charities / other		10

5.1 Thirty-two institutions (18 per cent) said they provided scholarships; this compares with 36 degree-giving institutions (35 per cent) which responded to the Bannister committee inquiry, from a narrower range of 151. Table 4 gives some further comparative details. Oxford Brookes University is focusing its scholarship and support systems on a different sport in each of the next five years.

6 Elite squads

6.1 Twenty-one institutions, most of them universities, provided for training élite national senior or junior squads. For example, Loughborough serves 13 national squads, Derbyshire and Nottinghamshire County cricket clubs, and Leeds United and Brighton and Hove professional soccer clubs. Leeds Metropolitan serves senior and junior volleyball, gymnastics and rugby union and league, the University of Wales Institute at Cardiff serves Welsh rugby union, netball and pole vaulting, and Stirling University serves Scottish swimming, badminton, tennis and soccer.

6.2 The Bannister Committee discovered that the scholarship holders were supported by specialist coaching in 23 cases, with sports medicine in 26, and sports science in 28.

The universities that provide élite training

5 Bath University 69 alone, many in Rugby

Degrees at undergraduate and masters level

Regardless of Lottery money, operating costs are a major obstacle.

About the BUSF

7 Sports-related degrees

7.1 Bannister recorded sport and physical recreation degree courses at 45 institutions with 5,603 domestic and 165 overseas students. Eighty-two percent had seen an increase in students in the last five years, and 89 per cent had more applicants than places. To this can be added the burgeoning number of Masters courses – at least 20 at 16 institutions with some 300 places, and specialisms in sports science, coaching, administration, and sports development.

7.2 Sports development and management are becoming heavily populated with graduates, and this trend will continue. But even allowing for the (roughly) one-third of non-vocational students, there are many more young people who would like to spend a career supporting British sport than the system currently finds jobs for.

8 Conclusion

8.1 There is a shortfall of provision to meet the demand for student sport, and HE provision is a very important link in the chain of support for excellent performers, as well as those who benefit their own health and personality by taking part recreationally. But there is a very substantial financial constraint in the sums made available by government for improving the fabric of universities and colleges; and bidding for Lottery money is an uncertain way to provide.

8.2 Revenue costs of operation are in most cases an even greater cause for concern than capital. Apart from some modest sums that might go to help elite youth programmes, the Lottery currently will not help the revenue costs of operation, and then a real tension mounts between the needs of students and staff, deprived groups in the population, and those outside the academic walls who can afford to pay, but expect some priority and extra quality in return for providing the income stream. Assistance through the Lottery of revenue funding would be of enormous benefit to student sport, but by the same token to sport performance internationally.

APPENDIX II

The British Universities Sports Association

1. The British Universities Sports Association is among the largest of the governing bodies of sport in the UK and offers a competitive inter-university sporting programme to students in higher education. Formed from a merger of BUSF and UAU, the latter founded in 1919 with nine members, the Association now represents 150 universities and colleges.

2. Throughout the year via the organisation of leagues, tournaments and championships, BUSA provides a regular fixture programme for upward of 3,500 teams and 50,000 individuals.

3. The programme covers 44 sports including major participation activities such as association football (700 teams) and hockey (640 teams) and minority events such as clay pigeon shooting (170 individuals) and rugby fives (40 individuals).

4. The standard of competition offered by BUSA ranges from sport for all at third and fourth team level, through UK representative teams with fixtures at home and abroad, and culminates in the organisation of the Great Britain team for the World University Games.

5. Working with the media the Association has attempted to raise the profile of sport in higher education by various means:

- regular newspaper coverage by way of sponsorship contract with national broadsheet
- local television coverage for major events
- a BUSA site on the Internet
- frequent use of press releases to National Governing Bodies, the Sports Councils etc.
- use of national stadia such as RFU Twickenham for championship matches.

APPENDIX III

1 *Safe Sport in Universities - a Guide*

1.1 Published by BUCPEA, *Safe Sport in Universities - a Guide*, is now available. The editor and co-author is R L Llewelyn and purchase details are as below. This is the second publication from this source and is the definitive guide in this field.

1.2 The book is intended for all PE/PR professionals, Students Union Officers and Athletic Union clubs and societies' officials, within university sport. It contains all NGB 'Codes of Practice' together with a variety of advice on good practice for the establishment of practical safety frameworks within all universities.

Cost:

Members of BUCPEA	£25
Non Members	£30
plus postage @ approx.	£6

Available from:

Mr F Watson
PE Department
Manchester Metropolitan University
Wilmslow Road
Didsbury
Manchester
M20 2RR
Tel: 0161 247 2322
Fax: 0161 247 6392

The definitive guide
to safe sport in
universities

2 British Universities Sports Association: Endsleigh personal accident insurance cover

2.1 BUSA has negotiated with the Endsleigh Insurance brokers an insurance scheme specifically designed for the members of BUSA. The scheme offers a four-tier option starting at 50p per capita per year to 95p per capita per year.

2.2 Cover applies to all full and part-time affiliated members of the individual HEIs, Sports Federation/Union whilst playing or participating in organised matches, training, practice sessions on HEI and away premises including travel to fixtures. The policy is operative anywhere in the world.

3 BUCPEA student recreation and sport: personal accident insurance scheme

3.1 BUCPEA is negotiating, with effect from September 1997, an insurance scheme for HE students participating in casual recreation and intra-mural programmes whilst resident at their HEIs. It is not a personal accident scheme for elite and representative performers, but would be complementary to such schemes.

APPENDIX IV

Sports scholarships in higher education institutions; Submission to the Bannister Group, 30 January 1996

1 The provision of sport in HEIs

1.1 If the recommendations of the Bannister working group are to be realistic, we believe that it is essential for it to be aware of the contribution HEIs already make to sport. The working group's questionnaires provide some of the information required. In the longer term a database on sports provision and facilities in HEIs, and more generally in the UK, is needed.

1.2 Meanwhile, in response to a survey by the CVCP/SCOP Task Force, 92 HEIs (of 147) have reported current annual expenditure on sports provision and facilities of approximately £34.5 million. This does not include expenditure on PE and Sports Science courses, nor on capital projects. As expected, within this figure there are considerable variations between individual institutions, depending on their size, subject mix and characteristics.

1.3 This sum is significant, particularly since the Higher Education Funding Councils provide no specific funding for such activities, and since there were reductions of some 28 per cent of public funding per student between 1989/90 and 1995/96. It is inevitable therefore that unless alternative funding is secured, the resources which HEIs can make available for sports provision and facilities will diminish, in line with those for teaching and research and capital projects.

1.4 HEIs are aware of the desirability of developing and maintaining a conducive environment for their students and staff, part of which is the provision of facilities of a cultural and sporting nature. Competitive intramural sport is an important part of academic life for very many students, acts as an important pathway towards more serious competitive sport for some, and for many provides the basis for future life-long participation and interest in sport. In these circumstances, the funds in HEIs available for sports provision and facilities will be used for the benefit of the generality of students. This general provision includes: a recreation service for all students who wish to engage in sporting activity; the opportunity to acquire organisation, coaching and leadership skills, as part of the students' extended curriculum; and support for competitive student sport. More specific provision includes professional and vocational courses in PE, sports science and recreation management.

1.5 Resources for elite athletes pursuing higher education are part only of the wider provision that is needed. In the absence of adequate public funds, HEIs will need to continue to seek other sources of income, and some have done so with great success in partnership, for example, with the local community, the private sector and with the governing bodies of sport. These initiatives will depend on the nature of those partnerships; occasionally they may include support for elite sportsmen and women, but they are overwhelmingly for the benefit of the majority of students, or for emerging athletes.

2 *Sport: Raising the Game*: The Bannister group's terms of reference

2.1 Paragraph 69 of *Sport: Raising the Game* cites examples of how HEIs can assist sports scholars, of which one is 'providing financial assistance for the athlete, which would come from the university itself or from governing bodies or private sector sponsorship'.

2.2 The Bannister group's terms of reference follow from this to include: dissemination of best practice, recommending the wider spread of sports scholarships and bursaries, and consideration of the role of the private sector in achieving these. The inclusion of elite disabled athletes in these goals is greatly welcomed.

2.3 The Task Force is, however, concerned at this remit and above all about its underlying assumption.

- It does not make explicit that the primary objectives, which the group is asked to address, are aimed at a relatively small group of elite sportsmen and women in HE, who are preparing to represent their country at world and European, and possibly Olympic Games, levels.
- It assumes that HEIs have the primary responsibility for providing adequate financial and other resources for this elite group.
- It makes no reference to any obligation for these resources to be provided nationally, in partnership with HEIs.

2.4 In addition to the overall contribution to sport by HEIs, some have gone further by creating scholarship programmes for particularly able sports men and women. Whilst this is to be welcomed and encouraged, it has to be seen in context. The amount of financial support provided is modest, and far less than that required by the elite group referred to. For example, a typical university scholarship of around £1,000 should be contrasted with support from the Sports Aid Foundation of up to £16,000 for elite sportsmen and women.

HEIs cannot take financial responsibility for our international profile in sport.

The Task Force's proposed solution

The role of the British Academy of Sport

2.5 The value of these initiatives, for those recipients whose sporting achievements are at a level below that of the elite group, is that they provide a pathway towards elite performance. HEIs can play a vital role in this, particularly by providing an adequate infrastructure. The financial needs of the elite group is, however, beyond their scope.

3 A way forward

3.1 The CVCP/SCOP Task Force welcomes the overall philosophy behind *Sport: Raising the Game* and supports the aspirations set out in paragraphs 68 and 69. HEIs, especially those with sporting expertise and facilities, are already active in pursuit of them.

3.2 However, if government wishes elite sports men and women to be given the opportunity to represent the UK at the highest levels in competition, whilst pursuing an academic qualification, the necessary financial resources for this must come from a national source. HEIs cannot, and should not be expected to carry this responsibility.

3.3 The Task Force believes there is a way forward through a partnership involving government, the National Lottery, the private sector, the governing bodies of sport, and HEIs. The principles behind the scheme which we envisage are as follows.

- National Sports Scholarships should be established within a national framework.
- The scheme should not discriminate between individuals according to whether or not they are students in higher education.
- The procedures for selection as a National Sports Scholar and, where appropriate, for admission to a university or college through the UCAS system can be separated, with several advantages:
 - admission to an HEI would be through the standard UCAS procedure
 - national sports scholarships would be awarded on nationally agreed standards
 - academic and sporting progression would be separately assessed by the bodies best placed to make those judgements.
- It is also a natural consequence that scholarships would be awarded directly to individuals (and in appropriate cases to teams) from a national pool, and not in quotas to HEIs.
- It is vital that the national scheme should discriminate according to several criteria:
 - the level of sporting achievement of the candidate
 - the financial circumstances of the candidate, particularly given the increasingly professional nature of elite sport
 - the wide difference in requirements of different sports, both in terms of the cost which elite participants face, and in the vastly different resources of the governing bodies of sport.

3.4 The British Academy of Sport would be the natural body to oversee the administration of the scheme, since it should maintain the database of information on facilities and expertise, and accommodate the network of regional centres and activities of the governing bodies of sport that would be required.

3.5 One of the Academy's first tasks should be to develop operational policies and practical guidelines of what will inevitably be, if it is to be effective and successful, a rather complex scheme. A blueprint for the award of scholarships is provided by the Sports Aid Foundation; its procedures could be developed to deal with many of the operational complexities.

3.6 The core of funding for National Sports Scholarships must come from national sources. The National Lottery is the obvious candidate, and the proposed changes in the distribution of National Lottery funds to permit this, announced recently by the Secretary of State for National Heritage, are greatly welcomed. Facilities can host championships, but only people can win them. The Academy could take broad decisions on the relative funding for different sports, and be responsible for ensuring that appropriate matching funding is committed by the governing bodies of sport, according to their financial resources. Partnerships with the private sector are vital at all levels, national and regional, and with the governing bodies of sport, and with individual HEIs.

3.7 Cross reference to the UCAS application of the candidates will be necessary, as National Sports Scholars should attend only those HEIs which are accredited, through flexibility of course provision and through their access to facilities, coaching expertise and sports medicine. Decisions on which HEIs should receive accreditation could be made by the Academy, drawing on its database and on advice from the governing bodies of sport. This could be an incentive to more HEIs to achieve the necessary criteria to become accredited.

3.8 It is vital that the scheme supports pathways, or a route map, to elite performance. Scholarship schemes run by individual HEIs should be part of that map.

HEI entrance and
UCAS involvement
with elite sport

APPENDIX V

Consultation paper on a British Academy of Sport: Submission to the Sports Council, 25 January 1996

The Task Force, on behalf of Higher Education, is pleased to have the opportunity to comment on the concept of a British Academy of Sport and to contribute to its successful realisation.

1 The concept of a British Academy of Sport

CVCP/SCOP believe that the consultation paper correctly identifies the three key functions of the Academy, with the following modifications:

- it is vital to support pathways to enable the emerging athlete to move to elite performance
- as well as support for individuals, in some sports (rowing is an obvious example but there are many others) support for teams is equally important.

2 The development of excellence

2.1 All the attributes in paragraph 7 of Section 2 are important. However, we believe that the list fails to give adequate weight to the importance of co-ordination of material and human resources and dissemination of information. These are key activities which are not available at present and must be provided by the Academy.

2.2 In addition, a longer view of the careers of individuals beyond their period as elite sportspeople should be taken. The infrastructure of the Academy should provide them with access to

Resources and the
longer-term view

guidance and support for wider personal development and education. This need is perhaps even more important for those who do not have access to higher and further education.

3 Selection and setting priorities

If the Academy is based on a single site, then inevitably it will have to be selective and deal only with a few sports. If the Academy is a system based on regional and specific networks, then all sports can in principle be covered and each of them in a way and to a level which is most appropriate for that sport. There will of course still be the need to make difficult decisions on priorities, but 'which sports to support' would become less of an issue.

4 What is the British Academy of Sport?

If the country did not already have significant regional and sport specific resources, then a centrally located National Academy might be appropriate. This is not the case in the UK. The Task Force believes that the most effective and cost effective model is of the Academy as a system, which has a lean central co-ordination and dissemination role, supporting enhanced regional and sports specific networks. This arrangement would maintain greater breadth of choice for the athletes entering higher education, and would make best use of available facilities and expertise in HEIs. There may well be sports which do not have world class facilities, and whose successful bids for lottery funds would enable facilities for them to be co-located with the Academy. There is evidence that the Australian model is already beginning to evolve into a decentralised system.

5 The Academy's training facilities and support services (available at its 'headquarters' site)

Massive investment would be needed for a green-field site, which would duplicate existing facilities. With a network model, the centre would be largely an information resource centre, supporting and co-ordinating the work of the regional and other sporting centres. This would meet the requirements and opportunities of the twenty first century. It has the added advantage of being lowest risk for maximum return. It could of course be located next to an existing centre of expertise or resource.

6 Sports-specific training facilities

CVCP/SCOP believe that a network model exploiting and enhancing existing facilities and expertise is to be preferred.

7 The Academy's network of 'direct services' (available throughout the UK)

As implicit in the title of this section, rather than provide the 'Direct Services' centrally, the role of the central office should be to provide information on where the best of these services are located and the contacts for access to these services. We welcome this role for the Academy, and see it as its central one. At the heart of the operation will be a sophisticated database of up-to-date information which will be available nationwide through the advanced telecommunication which will be in everyday use.

8 Operating the Academy's network

The setting and assuring of standards should be done in conjunction with the professional bodies, including the governing bodies of sport, the National Sports Medicine Institute and the British Association of Sport and Exercise Sciences. As remarked above, we see a computerised 'central referral system' as an integral role of the Academy.

9 Who will use the British Academy of Sport?

As well as supporting the UK's top level performers, it is vital that the Academy identifies and supports the pathways of those emerging towards elite performance. Any time limits must not be simple age limits, in view of the diverse demands of different sports.

10 What should be the role of the regional institutes and the national academies?

They are where the bulk of the activities take place. The networks should be an integrated part of the Academy of Sport.

11 How will the Academy be funded?

- adequate capital funding is needed for the headquarters site
- facilities in the networks should be selectively enhanced towards world-class standards
- the goals of *Raising the Game* will be realised only if more funding, for example through the National Lottery, can be channelled into the support of people – athletes, coaches, sports scientists etc.

Matching funding conditions will help to stimulate private finance from industry and commerce.

12 Location – what are the options?

We support option 3: lean headquarters servicing a well-developed regional network which is optimised to meet the diverse geographical and sport-specific needs.

13 Who should run the British Academy of Sport?

Partnerships are vital. A robust model would revolve around lean headquarters funded primarily by government through the National Lottery, with a wide range of partnerships providing support for regional centres. These could span university-led activities through to commercially-led models such as at Newcastle or centres such as Lilleshall and Holme Pierrepont.

14 Other comments and general observations

- It is our view that the Academy should include sporting excellence for the disabled firmly in its remit.
- Higher Education Institutions are autonomous bodies. It is clear that many will wish to support the Academy through their facilities and expertise. At the same time, they will provide the educational opportunities which are vital for the longer term development of young athletes. However, apart from courses for students who are studying PE or Sports Science, universities and colleges currently receive no support from the Funding Councils which would enable them to contribute to the Academy of Sport in the way which is needed for it to be a success.
- Access to National Lottery funding is therefore vital, not only for capital expenditure as at present, but also for the support of people, for example, through National Sports Scholarships and Coaching schemes, to fulfil national needs. We therefore greatly welcome the announcement by the Secretary of State for National Heritage, on 22 January 1996, on changes proposed in the distribution of National Lottery funds to permit this. Facilities can host championships, but only people can win them.

Other relevant
bodies

The key
recommendation on
location

APPENDIX VI

The Lottery Sports Fund: New proposals for revenue grants

Text of the introduction to the response on 4 July 1996 from the Task Force to the then GB Sports Council.

1 The Task Force welcomes the opportunity to contribute to the consultation on revenue funding. Approaching one third of young people now participate in Higher Education (HE) in universities and colleges, and support for emerging and elite sportsmen and sportswomen in this group is therefore vital to the future sporting success of the country.

2 A recent questionnaire from the Task Force showed that Higher Education Institutions (HEIs) spend around £35m per annum on sporting provision. The total is not insignificant, particularly since Higher Education Funding Councils provide no specific funding for such activities, and since there have been reductions of about 28 per cent in public funding per student between 1989/90 and 1995/96, with larger cuts in government funding projected for the future.

3 HEIs are aware of the necessity of developing and maintaining a good environment for their students and staff, part of which is the provision of facilities of a cultural and sporting nature. Competitive intramural sport is an important part of academic life for very many students, acts as an important pathway towards more serious competitive sport for some, and for many is a platform for future life-long participation and interest in sport. In these circumstances, the first call on general funds in HEIs is likely to be for sports provision and facilities for the benefit of the generality of students. This general provision includes: a recreation service for all students who wish to engage in sporting activity; the opportunity to acquire organisation, coaching and leadership skills, as part of the students' extended curriculum; and support for competitive student sport. More specific provision includes professional and vocational courses in PE, sports science and recreation management.

4 Resources for elite athletes in HE are only part of the wider provision that is needed. In the absence of adequate public funds, HEIs will continue to seek other sources of income, and some have done so with great success in partnership, for example, with the local community, the private sector and with governing bodies of sport. These initiatives depend on the nature of those partnerships; occasionally they may include support for elite sportsmen and women, but they are overwhelmingly for the benefit of the majority of students or for emerging athletes.

5 A small number of HEIs have created scholarship programmes for particularly able sports men and women. Whilst this is to be welcomed and encouraged, it has to be seen in context. The amount of financial support provided is relatively modest, and far less than that required by the elite group referred to above. For example, a typical university scholarship of around £1,000 should be contrasted with support from Sports Aid Foundation of up to £16,000 for elite individuals.

6 The value of these initiatives for those recipients whose sporting achievements are at a level below that of the elite group, is that they provide a pathway towards elite performance. HEIs can play a vital role in this, particularly by providing an adequate infrastructure. The financial needs of the elite group are, however, beyond their scope.

The HEIs' first
responsibility is to all
students.

6 Copies of the full response
and the consultative paper are
available on request from the
CVCP office.

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**Committee of Vice-Chancellors and Principals of the
Universities of the United Kingdom**

29 Tavistock Square, London WC1H 9EZ

Tel +44 (0) 171 387 9231 Fax +44 (0) 171 388 8649

Email info@cvc.ac.uk Web <http://www.cvc.ac.uk>

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